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ABSTRACT

Major linguistic, cultural, and social problems posed by the education of the children of migrant workers (more than 1.5 million in 1975) in the European Community Member States are examined. Varying attitudes of rejection, assimilation, or integration of new environments, bilingualism or plurilingualism, anomy, and linguistic interference are delineated as some of the educational problems affecting migrant children. Problems affecting pre-school migrant education are discussed, with emphasis on school environment, language, teaching, administration, and parent and nursery teacher training. Examples of national laws, school facilities, and teaching methods to adjust to the particular needs of migrant children are cited. Existing facilities for educational and vocational guidance for migrant children in the main countries of immigration (Belgium, France, Luxembourg, Netherlands, Federal Republic of Germany, and United Kingdom) are described. Teacher training techniques are summarized, including continuous training of host country teachers through summer courses, conferences, regional seminars, and local committees, and inservice training of foreign teachers. Action programs and regulations of the European Member States that are steps toward the creation of school structures adopted to the real needs of migrants and complete freedom of movement within the Community are outlined. (NEC)

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In this publication, the major problems posed by the education of the children of migrant workers in the European Community Member States are examined.

These problems can be identified as essentially linguistic, cultural and social. From the beginning of schooling to the entrance to his first job, the young migrant is plunged into an educational structure which was not conceived with his background nor needs in mind.

On the basis of studies carried out for the Commission of the European Community, and on information and opinions gathered and expressed at expert meetings on this topic, the services of the Commission have tried to outline measures which Member States and the Community have found to meet the special situation of the children of migrant workers.

COMMISSION OF THE EUROPEAN COMMUNITIES

The children of migrant workers

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CHAPTER I : IMMIGRATION INTO THE EUROPEAN COMMUNITY

STATISTICAL ASPECTS

1. FOREIGN LABOUR

The number of foreign workers arriving each year is known and documented since 1958 onwards :

TABLE I

	Year	No. of foreign workers accorded first work permit	Community origin	of whom Italians
Six Member States	1958	176 000	110 000	85 000
	59	152 000	94 000	73 000
	60	333 000	207 000	171 000
	61	436 000	229 000	206 000
	62	514 000	222 000	199 000
	63	516 000	182 000	158 000
	64	638 000	190 000	164 000
	65	713 000	261 000	235 000
	66	595 000	213 000	189 000
	67	286 000	96 000	75 000
	68	522 000	164 000	142 000
	69	860 000	166 000	145 000
	70	946 000	205 000	176 000
	71	767 000	198 000	166 000
	72	623 000	195 000	161 000
Nine Member States	73	668 000	158 000	110 000
	74	266 000	98 000	55 000
	75	158 000	65 000	32 000

(1)

This table brings out the major currents of migration but provides no information on the number of foreign workers who return each year to their home country. It is interesting to compare the number of new arrivals each year with the number of jobs occupied by "foreign wage-earners". (Table II).

TABLE II

	Year	Foreign workers (No.)	Ratio of foreign workforce to civilian wage-earners (%)
Six Member States	1965	2 622 000	4,6
	70	3 831 000	6,7
	71	4 285 000	7,4
	72	4 513 000	7,8
Nine Member States	73	6 552 000	7,8
	74	6 373 000	7,6
	75	6 107 000	7,3

(2)

Table III shows the distribution by nationality of foreign workers employed in the Member States in 1975 and compares this with 1973 (3).

2. THE FOREIGN POPULATION

Whereas the foreign workforce itself is known accurately enough it is hardly possible to gather precise data on the non-working foreign population. It is generally admitted that the number of foreigners resident in Member States was about 13 million in 1975. This figure has been confirmed, at least indirectly, by the latest survey of labour forces in the Community (Table IV), which indicates that there is at least one non-working person for each foreign worker. It also reveals that the ratio of foreigners in the 0-14 year population is higher than the ratio of foreigners to total population.

After allowing for the fact that families are reunited some time after employment has been found, for population increase and for departures, the following alternative estimates can be considered for the next 8 years :

If recruitment is limited to maintaining the same workforce, the foreign population residing in the Community will, in 1985, reach about 18 million.

If recruitment is zero, the foreign population will remain at about 13 million (5).

TABLE III : FOREIGN WORKFORCE EMPLOYED IN MEMBER STATES - BY NATIONALITY (1975)

Country of employment Country of origin (nationality)	Belgium	Denmark	F.R. of Germany	France	Ireland	Italy	Luxembourg	Netherlands	United Kingdom	Overall total by nationality		Variation 1973/1975 (%)
										1973	1975	
Belgium		153	9 534	25 000	9	771	7 200	16 851	7 500	76 000	70 000	- 8 %
Denmark	400		3 062	1 000	24	360	..	180	2 000	8 000	7 000	- 13 %
F.R. of Germany	4 500	5 270		25 000	297	8 951	3 900	12 750	71 000	129 000	132 000	+ 2 %
France	15 000	907	45 440		184	5 763	7 400	1 700	16 500	102 000	94 000	- 8 %
Ireland	200	414	924	1 000		177	..	180	452 000	454 000	455 000	0
Italy	90 000	809	292 435	230 000	218		10 700	9 000	72 000	860 000	705 000	- 18 %
Luxembourg	1 400	5	1 262	2 000	-	41		60	500	6 300	5 000	- 17 %
Netherlands	13 500	985	52 913	5 000	85	1 543	600		10 500	108 000	85 000	- 21 %
United Kingdom	5 000	4 298	21 728	11 000	..	6 305	300	3 800		48 000	52 000	+ 12 %
Total E.C.	130 000	12 851	427 358	300 000	815	23 915	30 100	46 521	632 000	1 792 000	1 605 000	- 10 %
Spain	34 000	714	124 533	265 000	18	2 286	1 900	8 032	37 000	539 000	474 000	- 12 %
Greece	6 000	451	196 210	5 000	6	983	..	780	50 000	314 000	260 000	- 17 %
Portugal	4 000	204	68 324	475 000	12	1 493	12 500	2 722	10 000	588 000	574 000	- 2 %
Turkey	10 000	5 639	543 326	25 000	40	384	..	22 792	3 000	672 000	610 000	- 9 %
Yugoslavia	3 000	4 627	415 883	50 000	4	4 354	600	7 928	4 000	607 000	490 000	- 19 %
Algeria	3 000	179	1 404	440 000	..	..	..	..	600	446 000	445 000	0
Marocco	30 000	824	16 208	130 000	..	..	..	11 728	2 000	178 000	191 000	+ 7 %
Tunisia	2 000	83	10 000	70 000	..	..	..	810	200	85 000	83 000	- 2 %
Other non member countries	8 000	15 574	235 543	140 000	1 032	25 623	1 700	12 105	926 205	1 417 000	1 365 000	- 4 %
Total non member countries	100 000	28 295	1 611 421	1 600 000	1 112	35 123	16 700	66 897	1 033 005	4 845 000	4 492 000	- 7 %
OVERALL TOTAL	230 000	41 146	2 038 779	1 900 000	1 927	59 038	46 800	113 418	1 665 005	6 637 000	6 096 000	- 8 %

TABLE IV : SURVEY OF LABOUR FORCES

Foreign populations in the Member States of the Community

x 1 000	F.R. of Germany	France	Netherlands	Belgium	Luxembourg	United Kingdom	Ireland	Denmark
Total population	60 491	50 132	13 230	9 616	358	54 295	3 038	4 945
Foreign population	3 818	3 065	268	682	77	1 714	57	82
%	6,3	6,1	2,0	7,1	21,5	3,2	1,9	1,7
Labour force	25 451	21 569	4 574	3 679	142	25 029	1 114	2 286
Foreign labour force	2 191	1 367	124	240	33	982	18	40
%	8,6	6,3	2,7	6,5	23,2	3,9	1,6	1,7
0-14 year population	11 600	10 698	3 065	2 048	66	11 991	881	1 009
Foreigners	959	824	75	215	21	226	16	23
%	8,3	7,7	2,4	10,5	31,8	1,9	1,8	2,3

(4)

Italy, which has a very small foreign population, is not included.

3. FOREIGN CHILDREN OF SCHOOL AGE

The educational statistics are recent but incomplete (Table V). However, they make it possible to note two important facts :

- 1) The ratio of foreign children engaged in secondary education is a lot lower than that of foreign children in primary education, and there is hardly any sign of improvement.
- 2) The number of native children at primary schools is diminishing whereas the number of foreign children is increasing sharply.

The ratio of foreign pupils is usually between 5 and 10 %, though in Luxembourg it exceeds 26 %. It is also high in the industrialized regions of the other immigrant countries where migrant children outnumber national pupils in many schools located in working class districts.

1 500 000 foreign children are registered at schools in the Community, but at least half-a-million more should be added - the children of Commonwealth immigrants settled in the United Kingdom. These children often face the same problems as continental migrant children.

The following chapters will look into the range of social, educational and linguistic problems raised by the presence of immigrant pupils.

TABLE V : FOREIGN PUPILS IN THE SCHOOLS OF FIVE MEMBER STATES

Periods	Schools	F.R. of Germany		France		Netherlands		Belgium		Luxembourg	
		x 1 000 pupils	%	x 1 000 pupils	%	x 1 000 pupils	%	x 1 000 pupils	%	x 1 pupil	%
1972/73	Pre-school total	1 385 5		-		-		443 9		8 753	
	foreign	2 7 (a)	0,2	-		-		39 1	8,8	2 263	25,9
	1st level total	4 511 0		-		1 539 7		1 005 0		32 197	
	foreign	149 1	3,3	-		12 4	0,8	93 9	9,3	7 849	24,4
	2nd level total	5 354 5		-		-		758 2		22 240	
	foreign	111	2,1	-		-		51 8	6,7	3 496	15,7
1973/74	Pre-school total	1 464 0		-		-		442 7		8 847	
	foreign	3 8 (a)	0,3	-		-		43 5	9,8	2 469	27,9
	1st level total	4 483 9		-		1 535 2		987 2		32 517	
	foreign	158 5	3,5	-		15 7	1,0	96 9	9,8	8 619	26,5
	2nd level total	5 616 8		4 793 2		-		783 9		22 644	
	foreign	125 0	2,2	156 0	3,3	-		58 0	7,4	3 758	16,6
1974/75	Pre-school total	1 653 6		2 540 5		-		442 0		8 786	
	foreign	5 3 (a)	0,3	183 4	7,2	-		44 8	10,1	2 720	31,0
	1st level total	4 445 1		4 901 8		1 516 8		974 6		32 455	
	foreign	203 5	4,6	369 8	7,5	19 7	1,3	99 0	10,2	9 142	28,2
	2nd level total	5 856 0		4 858 9		-		788 8		23 195	
	foreign	159 0	2,7	173 3	3,6	-		60 9	7,7	4 087	17,6
1975/76	Pre-school total			2 608 4				439 0		8 909	
	foreign			191 6	7,3			46 0*	10,5	2 879	32,3
	1st level total			4 811 4				958 7		32 326	
	foreign			371 4	7,7			100 0*	10,4	9 599	29,7
	2nd level total			4 977 5				817 7		23 852	
	foreign			228 1	4,6			65 0*	7,9	4 333	18,2

(6)

Source : Statistical Office of the European Communities
(a) Only "Schulkindergarten"

*Estimate

CHAPTER II : EDUCATIONAL PROBLEMS AFFECTING THE CHILDREN OF MIGRANT WORKERS (7)

1. SOCIAL AND CULTURAL PROBLEMS

Emigrating means leaving an area because there is no work. It means taking up jobs abandoned by local workers because of their lack of social standing, inconvenient working hours, low pay or harmful nature.

When a migrant worker leaves his country fully intending to go back, he and his family tend not to participate in the forms of expression of the local society. If he leaves his country once and for all he is prepared, at least initially, to change his behaviour in order to increase his chances of adjustment. These two behaviour patterns have a very marked influence on the upbringing of children.

Family ideas and customs are sometimes very far removed or even opposed to those of the new environment and lead to a state of frustration which some migrant workers try to compensate by emphasizing their national or regional peculiarities. All immigrants, whether adults or children, undergo a conflict of cultural identity.

In theory, a migrant can display one of three attitudes :

- outright rejection of the host environment,
- total assimilation into the new surroundings and abandonment of his culture of origin,
- integration with the new environment without loss of cultural identity.

The first attitude is often to be found among workers who set out to scrape together as quickly as possible the small stock of savings needed for survival at home.

The second requires fairly extensive cultural and intellectual attainments. It is generally the attitude of executive and technical staff whose professional competence is enhanced by the host environment. But for migrants with little education it has led, like the first attitude, to the marginalization which results from the social failure of adults and the scholastic failure of their children.

The third attitude is not only the most reasonable one in a practical sense, it also lies closer to the interests of both migrants and the host environment.

In fact the migrant is seeking a new cultural identity which combines elements from his country of origin with other elements contributed by the new environment. The host country, for its part, is slowly but surely transformed by contact with the cultures and mental outlook of migrants.

In many respects the problems and difficulties encountered by migrant children are similar to those encountered by children from poorer backgrounds. Migrant children do not find suitable material conditions for working at home, nor a lifestyle and atmosphere likely to encourage

their development in the educational environment of the school. The distance between the migrant child and the national child is accentuated by the parents' failure to integrate and by the fact that the school in the host country is not geared to his or her needs.

2. LANGUAGE PROBLEMS

Acquiring a language

When a child is first able to use his sensory organs and begins to register, that is to say, hear acoustic elements, he does not, strictly speaking, "understand" anything. Then a molecular element appears, which he recognizes as a basis from which he can reconstruct other elements which, in turn and together, are constituted of structures of varying degrees of importance and complexity. Thus, little by little, the child masters all the elements which make up the language of his surroundings, i.e. his mother tongue. The period from two to four years is regarded as particularly favourable for acquiring a second language : it is learnt in a similar way to the first. But after five years old, a second language is no longer approached through its own system alone but also through the reference system constituted by the mother tongue. The child organizes his relations with the outside world according to certain structures linked to the original language.

Language acquisition occurs in a socio-linguistic context : as soon as the child leaves his family circle he is influenced by his surroundings. But a migrant child usually lives this experience as an attack by a hostile and incomprehensible environment.

The language acquired in a very poor socio-cultural environment bears little relation to the linguistic norm in use in school. The same child who expresses himself very badly in class may communicate with remarkable ease with his equals. It is the language they speak which separates migrants, like other underprivileged persons, from children from privileged classes and which mainly accounts for their scholastic failure.

Bilingualism or plurilingualism amongst migrants

Two co-ordinated language systems may be independent and without interpenetration or there may be certain areas of overlap. The first case, perfect bilingualism, is quite rare - generally the two systems influence one another. As for migrants, there is often deep-rooted interference between the languages used.

Many migrant children are faced with several language systems : they speak the original dialect of their families, a dialectal form of the language of the host country in the street and at school they are taught the literary forms of the host and mother languages.

Anomy

Anomy may be defined as a state of lawlessness in which all norms of behaviour have disappeared or weakened, and this condition is characterized, at the individual level, by a feeling of personal disorientation, anxiety and social isolation. The position of the migrant is particularly conducive to this type of phenomenon : from belonging to a well-defined linguistic, cultural, social and ethnic group, the individual is suddenly faced with another group, generally speaking in the majority, whose motivations, values and needs contradict or differ from his own. His attempts to reconcile the two systems represent an almost insurmountable task : when he realizes that success is impossible his tremendous feelings of frustration may lead to lawlessness.

Anomy depends greatly on the attitudes of the individual and his age when he comes into contact with the new culture and the new language. But it may also result when contact with another linguistic or cultural group occurs too suddenly.

Interference

One of the consequences of a bilingual education is linguistic interference, that is, the process which leads to the presence in a given language system of units and often word-groups belonging to another system.

The appearance of interference phenomena seems to depend greatly on whether or not the individual child or adult is literate in his mother tongue. It has been observed that interference phenomena are more numerous and tenacious when the pupil learns a second language without knowing even the rudiments of his own language's grammatical system.

Interference may occur at phonological, morphological, syntactical and lexical levels.

Many errors are regarded as morphological when they are basically due to a defective recognition of phonemes, either because these phonemes do not exist in one of the two languages or because the person in question is phonologically deaf. Morphological errors come not so much from the contact between two languages as from the actual system of the second language. Syntactical and lexical interference, on the other hand, usually stem from the language of origin.

The greater the knowledge of the language of origin, the fewer the interferences when learning another one. Although interference may be a source of mistakes, it should not be regarded as entirely negative. The contrastive analysis of errors can help the research worker or teacher to correct or remodel the method of teaching.

Non-verbal communication

Non-verbal communication - the language of gestures - is normally used to convey very expressive or deeply-felt messages which go beyond the transmission of straightforward information and even beyond rational

thought. Expressions of respect, sadness, anger or sorrow are so laden with cultural, psychological and social connotations that they may give rise to all sorts of misunderstandings. Persons educating migrant children should bear this in mind.

3. TUITION IN THE LANGUAGE OF THE HOST COUNTRY

The success of a migrant child's integration into the new educational system depends to a very large extent on the facility and speed with which he learns and assimilates the language of the host country. His needs depend mainly on his age, on how closely related the language of origin is to the language of the host country and on his social, cultural and educational background.

When the language of the host country is fairly well known

Some children already have a certain command of the language of the host country, for example, the children of Commonwealth nationals arriving in the United Kingdom and those of Algerian workers arriving in France. But their knowledge was acquired in a very different socio-cultural setting and so teachers should not simply develop what they know already in a crash course, but should also, and above all, be alive to the risks of misunderstanding, possibly hostile reactions or even psychological shocks.

When the two languages are related

When two languages and cultures are sufficiently close to each other, intensive language courses of five to six hours per day combined with reception activities enable 6- to 7-year old children to be transferred quite quickly to a normal class.

A pilot scheme in Geneva for Spanish and Italian children aged 13 to 15 has shown up the difficulties of teaching them written French, which is decisive for their educational and vocational future.

Correcting phonetic faults

A great number of migrant children have articulation problems with certain sounds (phonemes) and the older they are the more they find it difficult to adjust their speech organs to the new phonetic system.

When a child begins to learn a foreign language, his phonetic mistakes should be corrected with common sense and moderation. Though he obviously needs a correct pronunciation the main thing at this stage is for the child to acquire an automatic command of the structural and syntactic features of the host language and to assimilate its particular melodic line and intonation. Migrant children should not be asked to produce an ideal and theoretical pronunciation far removed from the mobile and varied patterns of living speech in the host environment. As the pupil

becomes more fluent and relaxed in his new language he will correct his phonetic faults of his own accord, but fluency can only come from fully assimilated structures.

Socio-cultural background

The interpenetration of two cultures may produce a state of conflict both when individuals try to communicate, i.e. at the language level, and within the personality of the individual. It is vitally important for courses in the language of the host country to respect the needs of the migrant child as regards religion, ritual and even folklore, not only in order to avoid traumatic experiences and problems of conscience but just as much to enable him to absorb the new language quickly. It would be very foolish to teach this language without thought for the taboos of the pupil's native culture or to ridicule certain facts or certain types of human relationship.

When drawing up school curricula, time should be allowed for a transitional stage during which teachers responsible for dealing with migrant children and teaching them a new language show positive interest in the native culture of their pupils. It is also important for teachers to take care not to present any aspect of either culture which might produce a negative transfer or a state of conflict.

Obviously, during the reception period, any integrated course which paid no heed to the linguistic, psychological, social and cultural problems of migrants should be completely ruled out.

Assessment of knowledge

The criteria for assessing the migrant child's command of the host language cannot be the same as those used to assess the language skills of native children. But assessment must also allow for the fact that migrant children have to make an extra effort with subjects in the curriculum, precisely because of their linguistic handicap.

Teaching the host language

All too often the methods used to bring migrant children up to the level of the others are wholly preoccupied with teaching the host language as a "foreign language", with no concern for the particular situation of migrants. What is more, these methods are often geared towards children from socially or intellectually privileged backgrounds.

At least ten of the modern language-teaching methods meet the needs of immigrant children.

It should be stressed that audio-visual methods must not concentrate on speaking to the detriment of writing. The rule is to introduce pupils to the written language as soon as this is unlikely to upset their pronunciation. However, it should be borne in mind that migrant children need to read and write as quickly as possible since the very purpose of the reception course is to integrate them with all speed into the education

system of the host country. The problem is further complicated by the fact that the main audio-visual methods allow for quite a long time to elapse between starting the course and the introduction of writing. There would, therefore, seem to be great need for a thorough study of this subject.

Apart from teaching methods, the main factors in the learning process are unchanged : creativity, genuine communication, the personality of the learner and the teacher. But in reception classes especially, the pupils come from such diverse social and linguistic backgrounds that it is not possible to advocate a single clearly defined method or even to devise in advance a detailed teaching strategy. This suggests that instead of settling down to the production of necessarily complicated and exacting methods it is high time to think about a suitable training for teachers.

4. TUITION IN THE MOTHER TONGUE

The migrant's mother tongue

Migration transforms the child's family or clan into a drifting island. On the one hand the family is so remote from its own civilization that the culture of its members gradually becomes fossilized and sterile and, on the other, it is subjected to the steady pressure of the dominant host civilization. Little by little its language becomes poverty-stricken both internally and as a means of communication, so that what the migrant child learns in his first few years is but an "abridged" version of his mother tongue with an incomplete linguistic infrastructure, far inferior to the language of a child brought up in his native land.

The mother tongue is of no use for communication in the neighbourhood or at school ; only the host language can serve this function, and the more inadequate the child's training in the host language the more serious will be the consequences when he comes to make the transition. But it has already been pointed out that from about five or six years old this learning process presupposes an adequate command of the mother tongue. It is a vicious circle whose only issue is to organize tuition in the mother tongue adapted to the knowledge of the child.

Teaching the mother tongue

The mother tongue is learned within the family, during holidays spent in the country of origin, during the years prior to emigration, at school and in out-of-school classes.

The teaching of the mother tongue should concentrate on the following main aims :

- a) to activate or reactivate what the child already knows fairly well,
- b) to broaden his existing knowledge : new ways of handling syntax, enrichment of vocabulary etc.,

- c) to introduce him to unknown or little known linguistic levels and registers, in particular the written language,
- d) to prevent interference between the mother tongue and the host language and help the child understand how the two languages differ.

Just as a migrant child grows up with an impoverished version of his mother tongue, he has but a very fragmentary picture of the civilization from which he comes. As a result the host civilization rapidly takes on a dominant role and often leads him to look upon his parents and his land with a varying amount of more or less conscious contempt. The school must, therefore, make an effort to increase the migrant child's contacts with his own civilization, seeking not only to expand his knowledge of it but to provide him with the intellectual means of comparing the two civilizations in his life and of achieving a certain critical detachment with regard to both of them.

CHAPTER III : PRE-SCHOOL EDUCATION FOR MIGRANT WORKERS' CHILDREN (8)

1. RECEPTION PROBLEMS

For two- to three-year-olds communication is mainly non-verbal. It is therefore better not to attach too much importance to verbal communication, but to try to establish contact with the foreign child through touching, giving and exchanging. There is no recipe for this type of communication ; it covers gestures and expressions and voice modulation. Here the most effective teachers are those with the highest capacity for self-expression. Only when trust has been established and communication exists, can the child be gradually introduced to the new language.

Tenderness may be a universal language, but the physical ways of expressing it differ from one race to another. Nursery-school teachers must therefore be aware of these differences of behaviour, and understand that contact with children whose language they do not understand depends on their own sensitiveness.

Rhythmic and musical exercises are a great help in approaching foreign children aged 2-6. Many foreign children, for instance, Turks, Asians and those from the Maghreb countries are used to different tonalities. For these children in particular, but also for all migrant children, schools should have recordings of children's songs and nursery rhymes from the countries of origin.

A large number of foreign children worry to some extent about starting school. Teachers must be able to give them individual attention.

It is sometimes difficult to get new arrivals to play with the native children. By giving them a ball or some other toy with which they can amuse themselves in their own way, it is possible after a certain time to arouse their interest in the other children's games and thus get into contact with them.

If the child does not make contact with the new school environment, serious blocks of an autistic nature may occur.

2. LANGUAGE PROBLEMS

The language of the country of origin

The linguistic development of the immigrant child is a complex process with at least two components : his family's language and the language used at school. In many places the colloquial language differs greatly from the school language and, in addition, the family's language is generally not the standard form of the mother tongue.

Whether the foreign child starts school confidently or anxiously he will notice after a few days that not only do the teachers and the other

children not understand him but that he is also quite unable to make himself understood. Once contact is established, in or out of school, the child concentrates on what he wants to learn, and what is useful to him at play, in communication with other children and with his teachers. He himself chooses between the new means of expression without, however, discarding what he has learnt at home.

Between 3 and 5 years progress in learning the language of the host country is remarkably rapid in foreign children regularly attending a good nursery school. This is borne out in all countries where nursery schools are well-attended by migrant workers' children - especially in Belgium, where the system has operated for a long time.

Not all races progress at the same rate. It has been noted that children whose mothers are open to the new environment - Italians, Portuguese, Spaniards, Greeks, Yugoslavs etc. - get on more quickly than those whose mothers are confined to the home. But the socio-cultural level of the family also plays an important role : the richer and more structured the language spoken by the child, the better he comes to grips with the new language.

Children born in the host country or living there from a very early age in direct contact with the new environment adapt more easily than children joining their parents at the age of 4-5 years. It is thus a mistake to leave children in the country of origin in the care of grand-parents until they are of school age.

The foreign child who, from one to five, spends his days first at a crèche, then at a day nursery followed by nursery school, is in danger of losing contact with his family and learning only the first rudiments of his parents' language, and they cannot communicate with him in the language of the host country because they do not know it well enough. In extreme cases the child regards his home merely as the place where he sleeps, and grows apart from his parents : his real life is at the crèche, the nursery and school. Parents of very low socio-cultural level are the most likely to see their children drifting away from them in this way, and their role of educator made impossible. Fortunately, the quality of child-parent relations can correct and even prevent this break-up of the family. Some mothers, away from home from 7 am to 6 pm make sure that when with their children they give them all their attention, caring for them, showing affection and talking to them. The child therefore looks forward to going home, has a normal relationship with his parents and makes progress in his mother tongue.

Experiments are in progress in Belgium and the Netherlands with intensive language tuition in Dutch for foreign children. In Belgium the class teacher provides this, while in the Netherlands small groups of children are confined to a specially trained teacher. In both cases the teachers pay great attention to pronunciation and progress in vocabulary. A teacher with too large a class obviously cannot give such individual attention. Difficulties increase with the size of the class, the number of foreign children per class and the number of races represented.

Some foreign children born in the host country, or arriving when very young, have sufficient knowledge of the language to communicate with

their fellow pupils and teachers, but do not usually know enough to follow the teaching given to native children ; extra language tuition is therefore essential.

Immigrant families generally speak the language of the host country in a very approximate form. The parents often speak a pidgin version reduced to the bare minimum for simple communication. The situation is better for the younger children of large families with older brothers and sisters at school in the host country and speaking the new language correctly.

The mother tongue

It is undeniable that the nursery school helps the migrant child to establish contact with the new environment and begin to learn the language of the host country. But the attitude it should take to the child's mother tongue is less clear.

During the reception period, especially during his initial bewilderment, it is highly desirable that the child should find an adult at the school who understands him and makes him feel safe. But this does not often happen. The only available interpreters are generally other pupils who have already adapted to a greater or lesser extent to the new environment. It has been found that where domestic staff at day nurseries and nursery schools are recruited from the immigrant population they quite naturally act as go-between.

The child's mother tongue may be used occasionally for songs and nursery rhymes from the country of origin : all the children in the class enjoy taking part and the foreign children are given a feeling of importance. Unfortunately it is very difficult for teachers to obtain recordings from the countries of emigration.

As for the systematic teaching of the language of origin from nursery level onwards, it depends to a large extent on the decisions taken in primary schools. No-one yet has the results of experiments being made to bring out differences between two groups, one receiving tuition in the mother tongue since nursery school and a control group being given tuition in the host language only. The way very young children learn a language is beginning to be better understood. The very young are naturally capable of learning several languages at the same time but after the age of five they automatically refer to the structures and mechanisms of their mother tongue.

3. TEACHING PROBLEMS

The social function of day nurseries and nursery schools remains irreplaceable : they enable mothers to work. They are among the only institutions in the host country capable of establishing and fostering contact between immigrant families and the native population. They are also the only place where the foreign child is not yet aware that he is a migrant, where he feels on an equal footing with the others and where his mother sees him as such.

The length of the school day does not concern small migrant children alone, but those from low-income families find it more difficult than native children to make good use of free afternoons, especially in countries where nursery schools are open in the morning only. Supervised playgrounds and recreation centres can help here and also benefit children who go to play groups. These groups necessarily devote relatively little time to actual education.

The size and composition of classes is a subject of constant concern to nursery school authorities. During the reception period the teacher must remain in close contact with the newcomers - difficult if the class is too big and impossible beyond a certain size. Foreign children must be taught the host language step by step. The teacher must listen to and correct the child's pronunciation and give numerous vocabulary exercises to stimulate comprehension.

Whatever the size of the class, its composition also plays a role. A normal-sized class with a few foreign children poses no problems - on the contrary, such conditions are ideal for integration since the teacher has an opportunity to give frequent individual attention to each migrant child. In a class with only a few native children the teacher obviously has to concentrate mainly on the migrants while the other children have a sense of importance in their role as tutors. The most difficult classes are those with 30-70% migrant children and the problems increase with the number of races represented.

The rate of turnover of teaching staff and the length of time the school has been established are significant factors. Nursery school teachers are not prepared at college in any of the Member States to assume the many complex tasks associated with the presence of foreign children. The departure of an experienced teacher is thus often an irreplaceable loss for a school taking foreign children. Some schools establish a tradition of receiving migrant workers' children but this specialization, generally due to the location of the school has certain drawbacks : nationals tend to take their children away.

Having foreign children in their classes can encourage teachers to make frequent use of rhythmic exercises and songs. Nursery rhymes recited in chorus and then repeated by individuals, help children to acquire a correct pronunciation of the new language by enabling them to hear and reproduce sounds and phonemes which do not exist in their own language. They learn the rhythm and intonation of the new language in the same way.

The methods used by play groups are also of great interest; so much so that teachers' associations and schools, opposed until quite recently to educational work by amateurs, are beginning to pay attention to the programmes and methods developed by these groups. Not only does the play group involve the mother in the socialization of her child, but the activities learned or begun in the group continue quite naturally at home.

As for foreign children who are not yet ready for primary school, the arrangements adopted for native children, supplemented by language tuition, should generally suffice. At all costs foreign children must never be labelled backward when their only handicap is that they do not understand the language of the primary school. Such children belong in a reception class.

One criticism levelled at pre-school education systems is that they deprive immigrant workers of their children. The effects where children spend too long at a nursery school or a day nursery are described above. To avoid the break-up of the family, it is essential to make it co-operate wholeheartedly with the school. Only by uniting their efforts can parents and teachers ensure that children in such difficult circumstances as young migrants receive a balanced education.

The public is not yet aware of the importance of education for small children. Teaching a child concerns not only crèche nurses, nursery school teachers or play group leaders, but above all the parents - and particularly the mother. Migrant workers have little idea of this way of looking at things - all they see is the gradual disruption of their relations with their children. It is up to the school to understand the difficult position of migrants and make the first moves; it would be absurd to expect people who dread having to take any step which could bring them in conflict with any authority and who know nothing about the educational structure of the host country to take the initiative.

In Denmark, nursery schools make contact with migrants' families automatically. Teachers and social workers visit their homes and attempt to involve the whole family in its own integration.

Pre-school institutions are indeed a precious link between the family and the education authorities. Mothers take their children to and from the crèche, the nursery school and the playground. The first step is to welcome them and interest them gradually in the educational activities of their children. Once contact has been established with a few women of a particular ethnic group, the others follow easily.

It is not always easy to persuade foreign parents to attend school functions. Fathers work, and mothers - especially Moslems - do not dare to come alone or show their ignorance of the language and customs.

Despite the difficulties of establishing contact and the language barriers between teachers and parents, it is important for the school to know how the foreign family is reacting. If there is no dialogue and mutual understanding, the child grows up in two quite separate worlds and meets incomprehension on both sides.

In countries or regions where pre-school education is not widespread, the existing institutions have considerable difficulty in establishing contact with migrants. Foreigners are not aware of their existence or what they are for. Where nursery schools are fee-paying institutions, migrants consider it easier and cheaper to organize a child-minding service within the family or between families. This often prejudices the education of young girls still legally of school age. A large-scale publicity campaign should be organized, with posters, radio announcements, and visits by social workers, native pupils and parents to inform migrant families of the advantages of nursery school. There exists an interesting scheme in the Netherlands : students visit families and organize little games with children in the presence of their mothers, thus arousing interest in the nursery school.

Play groups are a very popular form of pre-school education in the United Kingdom and are welcomed by migrant families. The groups are composed with the aim of contributing as much as possible to the linguistic integration of the immigrants. Children who know little English or whose English is bad are put with native speakers and care is taken to have an even spread of ethnic groups. Mothers who agree to run a play group are given some basic training and, if necessary, instruction about how to cope with the special problem of having children from different races and with different customs. The organizers try to enroll immigrant women to help. By taking part in their children's efforts to integrate, these women themselves take an important step towards the host society, and while they help with the play group they can also be given lessons in English.

It should be noted that play group leaders are often married women teachers who are no longer working or who have interrupted their careers to bring up their own children.

4. ADMINISTRATIVE PROBLEMS

If classes are too large, it is impossible for teachers to give appropriate reception teaching and language tuition to foreign children. The most immediate problem, therefore, is to recruit more staff, either to reduce the number of children per class or to make specialized language teachers available to existing classes. It may be necessary or useful to recruit teachers with a knowledge of the children's language for their initial reception and where appropriate to teach the children's mother tongue.

Educational measures for the benefit of migrant children will obviously have repercussions on the number of school premises needed and their equipment.

Ministerial circulars whether concerned with administrative or educational matters should take account of the presence of migrants. There are over half a million foreign children between 3 and 5 living in the Member States. To this number must be added many immigrants who have acquired the nationality of their country of residence but still pose the same adjustment problems.

School building projects and town and regional development schemes should also pay particular attention to the needs and distribution of immigrant populations. The nursery school cannot fully carry out its social and educational role without being an accepted part of the migrant child's immediate environment.

5. THE TRAINING OF NURSERY TEACHERS AND PARENTS

At present, on-the-job experience is really the only opportunity for future nursery school teachers to come into contact with the realities of migrants' lives. No training colleges for nursery school teachers give special training for the teaching of migrants. Courses or one-day seminars organized in the context of continuous training could be an excellent means of training teachers who work in regions with many immigrants.

Local and regional educational conferences are a very effective way of arousing the interest of all teachers in the problems of migrants. Whatever the administrative structures, pre-primary and primary teachers must have an opportunity to meet other teachers and discuss their views and experiences and social workers responsible for migrants must be able to attend and contribute to teachers' meetings from time to time.

Parent-training is a field in which virtually nothing has yet been done. General-interest books on education, accessible to well-educated and motivated parents, are no help to migrant workers' families. The play group system in the United Kingdom is a very promising approach. By taking part in the activities of a play group or a nursery school, immigrant women may move closer to the host society and thus bring up children who are open to the new realities they face and at the same time aware of the values of their parents' life-style and way of thinking.

CHAPTER IV : THE SCHOOLING OF MIGRANT CHILDREN

In every Member State, the children of foreign residents must undergo compulsory schooling just like national children. Yet it was several decades before national laws, school facilities and teaching methods began to adjust to the particular needs of migrant children.

1. RECEPTION (9)

Foreign children, who have had two or three years of nursery school in their new country, move on easily to the first year of primary education. Any problems they might have are usually to do with keeping up their mother tongue, and their solution depends on how literate and educated their parents are. Foreign pupils arriving in a new school setting between the age of six and sixteen are a very different matter : overnight they are faced with a totally unfamiliar school system and teaching methods. The way their classmates and their teachers think raises many difficulties for them and they have to learn a new language and adjust to a curriculum which is sometimes very different from the one they were used to.

Obviously, no single reception procedure can cope with every individual problem and the demands of every system of education. Many different teaching methods have been tried out. Here we will try to describe, without being dogmatic, the most typical situations generally encountered. Much depends, of course, on whether the group of foreign children is large or small and whether they know the host language or not.

First situation : the foreign children are numerous

1) They have sufficient knowledge of the host language

This is true, for example, for many African and Asian immigrants to the United Kingdom. Young children of five to seven join the classes for their age-group without much difficulty. By sending older children for a few weeks to a reception centre, the education authorities manage to find out their level and accustom them to their new surroundings. When there is no reception centre, the new arrivals may be put directly into a normal class where the class teacher, or a specialist teacher, has to give them regular separate tuition to help them overcome racial and cultural obstacles.

2) The mother tongue is related to the host language

This is the case, for example, with Italian, Spanish and Portuguese children in France. Six- to seven-year-olds can go directly into a normal class but it is preferable to place older children in a reception class. After an intensive three-month course in French, they usually have a sufficient command of the spoken language to follow the normal course of studies.

3) The host language bears no relation to the mother tongue

It is clear that special arrangements have to be made for the schooling of young children and adolescents who do not understand the language used for teaching purposes.

The reception systems to be found in the Community are of three types :

(a) A short reception class

This system, common to the United Kingdom, France, Luxembourg and Denmark, aims to integrate the foreign child as quickly as possible into the normal class for his age and level. All activities are centred on the new language, whose spoken and written versions are taught by direct methods based on the local environment and day to day situations. If the mother tongue has a place in the time-table it is taught for only a few hours per week.

This kind of class can function with children of several nationalities or with homogeneous groups, but there must be no more than fifteen pupils at a time. Larger classes make it impossible to provide individual coaching and employ the techniques of intensive language teaching.

It is very desirable to have in these classes children of the same age or at least with no more than two years difference between them.

Even when these children are grouped together in a reception centre, as sometimes happens in the United Kingdom, general activities with a small language content - gymnastics, mime, sport, music, singing, handicrafts - take place with the other children of the school or school complex.

The children leave the reception class as soon as they know the new language well enough. This is sometimes possible after six months and rarely exceeds the school year.

In countries or regions where primary education is bilingual (e.g. German and French in Luxembourg) only one of these languages is used in the reception class. When children move on into normal classes they can be either exempted from learning the second language or follow a special course.

(b) The two-year reception class

In contrast to the first type, these reception classes are spread over two school years and do not concentrate on language alone. The mother tongue is used to prepare the pupil for joining a class of his age-group and level. The host language is taught less intensively, for one or two periods each day. Activities which do not depend on language take place with the native children.

This type of reception class is only suitable for regions with a sufficiently large number of children from the same ethnic background. In some towns schools specialize in a particular ethnic group, which makes it necessary to have an efficient bus system. Once they have completed their reception course, the children go to their local schools.

Several Länder in the Federal Republic of Germany have had success with this approach, and a few similar pilot schemes are being tried out in the Netherlands. For good results, reception classes should not exceed twenty pupils. The class teachers are usually of foreign origin but the host language is taught by native speakers.

(c) The four to six-year reception class

Pilot schemes along these lines are being tried in several Länder of the Federal Republic of Germany, especially in Bavaria. The first four years of primary education are taught in the child's mother tongue. German occupies 5 hours per week in the first two years and 8 hours in the third and fourth years. After their fourth year of primary education or after their sixth year at the latest, children are transferred to normal schools.

This system is feasible on three conditions :

- 1° children must begin the course before the end of the third year of primary education;
- 2° experienced foreign teachers with a satisfactory knowledge of the host language must be available;
- 3° there must be enough children of the same ethnic group.

The advantage of the Bavarian system is that the children can return to their home country at any time. But there are noteworthy disadvantages too : the young migrants have little contact with native children and are not very motivated to learn the host language.

Second situation : migrant children are very few in number

If there is no reception class at a reasonable distance from his home, the only solution is to put the foreign child in a normal class for his age. He cannot simply be left to fend for himself.

If he knows something of the new language, or if his mother tongue is related to it, close individual attention by the class teacher will be enough. This personal approach is especially important and even indispensable during the first few weeks.

When the child has no knowledge at all of the language used at the school, the situation is more complicated. Denmark, for example, uses school buses to bring all the foreign children in a certain region to a centrally located reception class. Another solution is the "visiting" teacher specialized in the host language who comes to give separate tuition for one or two periods a day to the new arrivals in his group of schools. This approach has proved very effective since, in most cases, he has only two to four pupils at a time. For the rest of the school time-table, the children are plunged into the new linguistic environment. The younger ones advance at an astonishing speed but older children suffer more from the loneliness of being unable to communicate with their teachers and fellow pupils. It is essential for them to be taught their own language so that they do not develop serious psychological blocks or lose too much ground.

2. AFTER THE RECEPTION PERIOD

However reception is organized, transfer to a normal school does not mean that the foreign child can now be treated like the native pupil. His command of the host language is good enough to follow a course but is far from the normal standard required by the curriculum. Systematic coaching is indispensable.

Various methods have been tried out. In the Netherlands, the Ministry of Education has produced a series of workbooks for schools designed to help class teachers adapt this extra tuition to each child's rhythm. While Dutch children are doing lessons too difficult for their foreign classmates, the latter concentrate on their personal workbook. The young foreigner can also use it to learn his lessons with the help of a Dutch child. In the United Kingdom, where work in small groups is normal practice at primary schools, the class teacher has little difficulty in adjusting to the learning rhythm of each foreign pupil.

Another approach is to place foreign pupils under the care of a specialist teacher of the host language once or twice a week. This method is rather like extra coaching. A foreign child's language problems sometimes make it difficult for him to keep up in certain subjects and individual coaching at regular intervals can put this right.

3. TEACHING THE MOTHER TONGUE AND CULTURE (10)

There are a number of accepted arguments for including the maternal language and culture of migrant children in their education : it helps to develop their intellect, character and mental balance in a more satisfactory way, preserves the educative role of their family background, and makes it possible for children to rejoin the school system and the social and economic life of their home country; moreover, both the individual and the school environment are enriched culturally and an attitude of respect and understanding towards migrants is fostered.

However, organizing instruction in the language and culture of origin may encounter considerable difficulties. In many cases the foreign child brought up in the host country has no more than a rudimentary grasp of his mother tongue or, alternatively, he speaks a dialect and has very few opportunities to hear or speak the standard version taught at school.

For their part, schools have to overcome practical problems which grow with the number of ethnic groups. Children have to be grouped by age and language, and the time-table has to cope with the requirements of the curriculum as well as allow for the work schedule of class teachers and language specialists.

Several schemes have been given a try. The language and culture of origin can be taught during or outside school hours, or partly during and partly outside. Or the mother tongue can be used for normal teaching purposes while the host language is taught as first foreign language.

The long and rich experience of the Italian consular services has shown the extramural system to be acceptable only as a last resort. Far too low a percentage of children follow the courses, their attendance is poor and the overall results scarcely justify the means employed. But where there is no alternative, the system works better when there is full co-operation between the school and the extramural authorities.

The opinion held by representatives of the migrant countries is clear and forthright : they feel that the language and culture of origin should have its place in the normal school time-table and that it should be taught in co-operation with the country of origin, since the goal is not just to teach a language but to work out a complete curriculum which will help the child to lead a full and productive life in his host environment as well as at home.

A large number of migrants believe that their children should be ready to return to their country of origin, either because the family so decides or because the child himself, having grown up, chooses to return.

Educationists and psychologists insist that migrant children must be integrated as rapidly and as completely as possible into the host environment. Faced with the twofold problem of integration and preservation of the values of origin, school authorities have long pondered on what strategy to adopt : should a bi-cultural education be made available to those who have decided to settle in the host country while children staying for less than three years attend a national school ? Technical and managerial staff are often sent for fixed spells abroad of from one to three years, but the migrant worker can hardly say for how long he will probably stay. Either he likes his job and accommodation and sees himself as remaining for a long time, or he feels ill at ease with his work and way of life yet cannot say he will return home in the near future.

In the Federal Republic of Germany, the average length of stay appears to be about 10 years. But even in countries where migrants remain longer, it is still the duty of the school to prepare their children for an ultimate return to their homeland. Some parents decide on full immigration yet continue to speak their own language at home; they must be made

aware of the decisive part played by the child's mother tongue in the educational process.

3.1. The mother tongue in primary education

Quite a number of countries with an immigrant population are showing a marked tendency to introduce instruction in the language and culture of origin into the normal school time-table.

In the Federal Republic of Germany, the mother tongue is taught throughout the Grundschule (4 years) and Hauptschule (5 years), usually for 4-5 hours per week and outside normal school hours.

The Netherlands are experimenting with 5 hours a week on the language and culture of origin, partly during school hours.

Luxembourg tried out 9 hours per week outside school hours but, having found this excessive, opted for 4 hours per week outside school hours.

In Belgium, children between 8 and 10 usually receive 3 hours per week and those between 10 and 12 receive 5 hours, in both cases outside school hours. There is a tendency to organize such courses in conjunction with social and cultural activities which can overlap with the school time-table. In bilingual areas it has been shown that migrant children often adapt more readily than Belgian children to the study of the second national language.

In the United Kingdom, the Bullock Committee (11) recently recommended a positive approach to teaching the mother tongue of migrant children. As school time-tables and syllabuses are the sole responsibility of the local education authorities, the problems encountered are practical rather than legal.

In France, a recent Ministerial circular recommended 3 hours instruction per week in the mother language and culture, to be included in the normal time-table.

In Denmark, extracurricular instruction in the mother language and culture is available, but the response is minimal.

3.2. The language and culture of origin in secondary education

In the Federal Republic of Germany, the mother tongue can very often replace the first or second foreign language in the Hauptschule, Realschule and Gymnasium. In technical schools (Fachoberschulen) this option is not yet possible. It is proving rather difficult to recruit qualified teachers for the secondary level. A few experiments have been carried out at boarding schools, with remarkable success : Spanish and Portuguese children follow the German syllabus in German, with Spanish or Portuguese as the first foreign language though at a higher level than usual.

There is also an experimental Italo-German Middle school whose bilingual syllabus is a synthesis of Italian and German curricula.

In France, Italian, Spanish, English and German have long been offered as first or second option. Arrangements are being made to extend this choice to the major migrant languages, especially Arabic and Portuguese. In technical schools, however, English is still the compulsory foreign language.

The Netherlands are considering the possibility of allowing pupils to choose between their mother tongue and the foreign languages already in the syllabus.

Countries which include the migrants' native language in secondary school courses award certificates attesting to knowledge of the language, either as first or second compulsory foreign language or as optional language.

It is exceedingly difficult for the parents of migrant children to make an informed choice of first or second language for their children at secondary school. Poorer families want their children to rise above their own status of inferiority : to be taught their mother tongue can seem like a badge of shame, permanently branding their child as a foreigner, a non-integrated and non-accepted member of society. Much needs to be done to help all parents to understand the full importance of the mother tongue and culture in intellectual and psychic development. They must be convinced that to keep up their own language and culture can contribute greatly to family life and their child's future.

3.3. Towards a bi-cultural education

Teaching the language and culture of origin for 3 hours per week throughout compulsory schooling will not bring children to the level they would have reached in their own country. Such courses take place in alien linguistic and cultural surroundings, and reflect fundamentally different demands and aims from those of their homeland (see page 13). Attempts to devise syllabuses which will provide a synthesis of the culture of origin and the culture of adoption have raised many problems which can only be overcome by a rich fund of experience.

In any case, a genuinely bi-cultural education appears to be possible only where there are enough children from the same ethnic group.

Whatever place the native language and culture occupy in the school's time-table and curriculum, it must never overburden the child, but be considered as a normal part of the syllabus. Schools which introduce a foreign language very early have little difficulty in finding a place for migrant languages in their time-tables and courses of study, but elsewhere the problems are real and can only be overcome if the syllabus forms a didactic whole in which the importance of teaching the language of origin, and of teaching in it, is fully recognized. Two examples can serve to illustrate this point : early in the morning the class teacher gives a lesson of modern mathematics. Several foreign pupils understand nothing at all. A couple of hours later, the teacher of their own language explains again and produces an almost immediate reaction : "So that's what it was about; that's easy". Or the class teacher may give a vocabulary lesson around a theme which is taken up again, a little later, in a lesson on their native language.

Making use of the same teaching matter is one way of obtaining more cohesion between what is taught in the two languages. But it is very difficult, if not impossible, to find textbooks suitable for the children of a particular nationality spread over several host countries. School textbooks from the country of origin are rarely, and then only partially, suitable for children between 6 and 11 years. The ideal solution would be to have committees of teachers from both the host and home countries produce textbooks expressly designed for a bi-cultural education.

3.4. Problems raised by multinational and multiracial school environments

Whenever countries are open to immigrants, practically all the schools in towns and surrounding areas have a considerable number of migrant children among their pupils and are thus faced with problems of co-existence of children differing in language, mental outlook and customs.

Young migrants can only be successfully integrated if the local children cooperate. The latter should be told about the great migrations of the past and just why their friends' parents decided to move to an industrialized country. They must be helped to understand the culture, the customs and the historical, social and economic facets of the countries of origin. This approach should permeate all work at school, in geography, history, economics, good citizenship and religion.

Significant efforts, including special teaching aids, have already been made in this direction in the United Kingdom, where the school environment is not only multinational but also multiracial.

Similarly migrant children should be given a comprehensive view of the host community, in terms which they can understand. Xenophobia is not a one-sided affair : both groups must be brought together and learn to accept each other. Even where there are few or no linguistic barriers, the clash of race, outlook and customs may well make integration far from easy.

The school is certainly not solely responsible for the social integration of young migrants, but it does have an important role to play. The success of Belgian and French nursery schools shows how schools can create lasting links between children and families of every nationality, race and social class.

CHAPTER V : EDUCATIONAL AND VOCATIONAL GUIDANCE FOR MIGRANT CHILDREN (12)

Throughout the Community migrant children can use the same guidance facilities as their national counterparts but these bodies find it very difficult to cater for the special needs of migrants. For our purposes, the problems of educational and vocational guidance for migrant children emerge more clearly from a description of the existing facilities in the main countries of immigration than from a general summary.

BELGIUM

The Belgian PMS (psycho-medico-social) centres were created in 1956 and are a well-established network of institutions independent of the schools. Scarcely 3 % of parents refuse to submit their children to the PMS tests which take place from the age of 3 to the end of compulsory schooling or secondary education. These centres provide educational and vocational guidance in the strict sense as well as the kind of counselling familiar to the United States and United Kingdom.

However, it is often impossible to get foreign parents to co-operate in drawing up a file for young children between 3 and 8 years old. In addition, many of the tests are quite inappropriate for foreign children who are non-plussed both by their language and by their cultural and technical content.

As the only reception classes are those organized as pilot schemes, the PMS centres have very little opportunity to advise these pupils. Their most effective interventions occur when a child transfers to secondary education or has to choose a vocational training course. The guidance officers note with pleasure that foreign families take their advice more readily than Belgian ones.

When foreign children begin secondary education they are on average 8 months behind, mainly because of language difficulties. When these are allowed for, there are roughly the same number of setbacks at school for foreign children as for Belgians from an equivalent social and cultural background, and the main causes are lack of general knowledge, inadequate command of the written and spoken language, and weaknesses in arithmetic.

For those in vocational training workshops, the main handicap is an insufficient knowledge of the metric system and the lack of preparation for technical drawing. Underprivileged children, both Belgians and foreigners, are put in the vocational training classes of lower secondary schools; from 50% to 60% either drop out as soon as compulsory schooling comes to an end or fail completely, even after repeating several years. Their chances of finding unskilled or skilled work depend on the economic situation.

The adult training facilities are available to adolescents over 15 who are not in full-time education.

FRANCE

The Centres d'information et d'orientation (Information and Guidance Centres) receive children from the age of 3 to 16 and over, but those over 16 can also go to the national employment agencies. Neither the centres nor the agencies have a special service for immigrants.

Any problems with children from 3 to 6 usually involve the family and call for social or medical assistance. It is sometimes possible to form nursery classes for foreign children.

Primary education can follow one of several patterns :

- a) The school has reception classes taught by French and foreign staff. This is the ideal solution since the child receives an intensive course in French without losing contact with his mother tongue.
- b) The reception classes have French teachers only.
- c) The school has no special facilities for reception.

In the third type of situation, the C.I.O. tries to arrange for instruction in French. If the school is unable to cope, migrant associations or associations concerned with the reception of immigrants take over.

In practice, the large number of well organized associations put the children or their parents in touch with a C.I.O. either on their arrival in France or after the first setbacks at school. The C.I.O. is thus faced with two quite distinct problems : organizing the initial reception and coping with failure at school. There are many complex reasons for difficulties at school : the school has no arrangements for reception, the family accommodation is of poor quality, the child is a prey to psychological conflicts in regard to his family or society, and so forth.

At the secondary level, the problem of absorbing new arrivals into the school system varies greatly from individual to individual. Those over 12 who cannot read or write are impossible to integrate but the task is relatively easy if children of this age have already received a good general or vocational training. There is nothing to stop the foreign pupil who is one or even several years behind from carrying on right to the end of compulsory schooling or even upper secondary education. If he is not capable of doing this, or if he balks at continuing his education, the transition from school to work may follow these lines :

At 15 to 16 years old, the adolescent chooses a preparatory class which dispenses general courses and a practical training geared to a large range of careers (mechanics, woodwork, metalwork, the building trade etc.) together with the French he needs. This one-year course may be repeated if necessary, otherwise the pupil moves on to the second level preparatory class which concentrates on a single type of career. After this very few pupils transfer to a technical college; most of them usually become apprentices.

The large majority of French teenagers who follow this path are backward or maladjusted whereas most migrants are merely behind in their education because of their difficulties with the language.

At all educational levels, the C.I.O. does no more than come to the aid of individuals or families and keep the school authorities informed. The final decision to admit a pupil to a course of training belongs to the head of the establishment.

LUXEMBOURG

Luxembourg has a guidance system which operates at three levels :

1. At the pre-primary and primary levels only maladjusted children or children with difficulties at school are brought, if their parents agree, before a medico-psycho-pedagogical committee which can find the child a place in special education.
2. Admission to secondary education depends upon an examination.
3. Real vocational guidance begins at 14 years old, and is organized by the Vocational Guidance Agency under the Ministry of Labour.

It is the head of the school, assisted by the inspector for primary education, who decides whether the foreign child should be put in a reception or normal class. If he goes to a normal class he might be required to take one or several backup courses.

The entrance examination to secondary schools has a few special arrangements for migrant children : they can, for example, sit it in one language only - either French or German. A few unilingual vocational courses for foreign children are being tried out.

Both native and foreign pupils who follow part-time vocational training in the form of an individual apprenticeship (in either handicrafts or commerce) are obliged to seek the opinion of the vocational Guidance Agency, but parents and children do not have to follow their advice.

Young foreigners who find it difficult to adapt to their chosen apprenticeship may take a full-time refresher course. From 15 onwards all young persons who wish to develop their skills or change their profession are admitted to adult training courses.

More than 90% of all young people not in full-time general or vocational education decide to become apprentices and the number of foreign pupils in full-time or part-time vocational education is very satisfactory.

NETHERLANDS

There are no special arrangements for foreign children attending nursery schools, but there exist reception classes at the primary level for children who have no knowledge of Dutch. The school head decides whether a child should be put in one of these classes. At the end of the sixth year of primary education all children pass a test to find out what kind of education would

be most suitable for them and the examiners take the foreign child's difficulties with the language into account. The secondary school is chosen after the parents have discussed the matter with teachers from the child's primary school.

At the secondary level, transition classes (Schakelklassen) cater for two categories of foreign pupils : new arrivals aged 12 or above who have already begun post-primary education in their country of origin and those who have been to primary school in the Netherlands but are not yet ready for secondary education. Children remain in the transition class for between one month and a year, and can be transferred to a normal class whenever the school head so decides. Where necessary, support teaching continues in order to put right weaknesses in certain subjects.

Counsellors help the school heads to introduce special structures for migrants and assist the staff to adapt their teaching to the make-up of the class.

General information is also available to help with guidance : brochures explaining the various options in general and vocational education are produced in the migrants' own languages and the magazine "De Gastarbeider" regularly prints articles on school and vocational guidance.

FEDERAL REPUBLIC OF GERMANY

Children with serious difficulties at school are sent for a psychological and medical examination which decides whether they should be transferred to special education.

The school authorities place foreign children with no knowledge of German in reception classes. Sometimes, as in Bavaria, parents can choose between the short reception class or the 4-year system. Problems begin when the time comes to transfer children to normal classes : many foreign parents imagine that these reception classes are national schools, and some even tell their children to fail the end of course examination on purpose.

Hardly 2% of foreign children choose the prestigious forms of secondary education - the Realschule or the Gymnasium. At the end of compulsory schooling more than 60% of foreign pupils fail to obtain the school-leaving certificate (Hauptschulabschluss). According to German law these adolescents are obliged to continue with part-time education.

The bodies most actively concerned with helping young foreigners of 15 years and over to choose a career and pass smoothly to working life are the charity foundations and the social welfare organizations.

These bodies deal with four categories of young persons :

1. A small minority, hardly 2%, want to continue full-time study. Their advisors help these pupils to choose a school and a course of study in accord with their aspirations and aptitudes.

2. A somewhat larger group (5%) want to serve an apprenticeship. In periods of crisis it is extremely difficult to find employers willing to sign a contract for apprenticing a foreigner. The advisors set out to find places for each of their teenagers individually, and also organize courses in technical German to help foreign apprentices follow vocational education.
3. The largest group (70%) is composed of those from 15 to 17 years old who must continue with part-time schooling but who do not want or are not able to cope with an organized apprenticeship. These adolescents prefer to do any kind of paid work rather than continue with an education whose purpose they do not understand. Besides, vocational schools have hardly enough staff and room for catering properly to the needs of young Germans.
4. Many young foreigners between 18 and 20 years old have no job and no qualification. Advisors from the social organizations try to guide them towards basic training courses for a job in industry, and a series of pilot schemes are being tried out or prepared.

It is unfortunate that half the foreign adolescents cannot benefit from a solid vocational education system which is highly specialized and taught in well-equipped technical and vocational schools. What is missing is an overall plan for helping young immigrants to catch up in a systematic way, since their backwardness and failure at school is in most cases due to lack of regular schooling and problems with the language rather than to lack of motivation or ability.

UNITED KINGDOM

Only pupils with serious difficulties at school or with adjustment problems are sent, with the agreement of their parents, for a psychological and medical examination. The school heads decide whether a foreign or immigrant child should be put in a reception class. In places with reception centres, an official from the education authorities acts as co-ordinator between the centre and the local schools. The head of the reception centre and the head of the school decide when a pupil should be transferred to a normal class.

Certain secondary schools of the former type still have an entrance examination, but comprehensive secondary schools admit pupils as soon as they are of the right age.

When a pupil reaches 14, the counselling service of his town or district opens a file in his name. The pupil fills out very detailed questionnaires at regular intervals. Careers guidance officers visit classes and explain the aims of the various levels of training. Each adolescent is given an opportunity to talk to the counsellor, either at school or at his offices. This service continues to help young people after they have finished with compulsory schooling and also gives advice and assistance to those who are looking for a post-secondary training institution, a grant, an apprenticeship or a job. Counselling service officials visit young apprentices or those in their first job.

This regular and personal contact between young migrants or immigrants and careers guidance officers who are perfectly familiar with all the opportunities for school, trade or industrial training in their area is an ideal arrangement for helping these young people to find their way in the host society.

Yet those who run the counselling services find it difficult to recruit staff who have enough first-hand knowledge to deal with young people from very different backgrounds. They also have the far from easy task of trying to persuade the education system and the vocational training structures to adjust to the needs of migrants.

CHAPTER VI : TEACHER TRAINING (13)

1. TEACHERS OF THE HOST COUNTRY

Basic training

Many universities and teacher training colleges in the Federal Republic of Germany and many colleges of education in the United Kingdom prepare students for a certificate in German or English as a foreign language.

In the Federal Republic preparation for this certificate takes two semesters. The course includes :

- methods of teaching German as a foreign language,
- study of a foreign language,
- introduction to the psychological, social, cultural and linguistic problems of migrants,
- practical work and model lessons,
- teaching methods for classes with both national and foreign children.

In the United Kingdom the course is fairly similar to the German one and also lasts a year. A foreign language is not compulsory but there is more stress on practical training.

Continuous training

Teachers of reception classes

In France, the Federal Republic of Germany and the Netherlands, teachers who wish to take on a reception class can follow a short full-time training course. The main purpose of this short course is to give them sufficient practice in an intensive teaching method for the host language.

Such courses are followed up by short refresher courses, lasting two or three days, designed to improve the handling of the method and teaching materials.

Knowledge of migrant languages

A command of their pupils' mother tongue is an important asset for teachers who come into contact with foreign children. It greatly facilitates the opening exchange with the pupil and is indispensable for talking to parents who do not know the host language. Besides, teachers with a good knowledge of a migrant language are much better prepared for teaching them the host language.

Many teachers have on their own initiative attended public or private institutions which organize foreign language courses for adults. A fair number of teachers and social workers, for instance, follow courses in Italian run by the Consulates and Chambers of Commerce.

Luxembourg has been experimenting with an original scheme for encouraging teachers to learn migrant languages. Those who attend summer courses in Italy or Portugal, for instance, have their travel and enrolment expenses reimbursed, and can thus spend a pleasant study holiday with their families.

In the United Kingdom, local education authorities try to encourage immigrant children to consider the teaching profession.

Teachers responsible for ordinary classes

In several Member States, centres for further training (teacher training colleges, retraining centres, "academies" for specialized training) offer a broad range of introductory and specialist courses on the education of young migrants.

In France, the educational problem of migrants is officially recognized as a subject for continuous training.

In several districts in the United Kingdom, teachers have to attend courses on the education of migrant children whenever there are foreign children in their school or class, though this obligation sometimes depends on how many there are. Generally speaking, however, in the United Kingdom - and also in the other countries - participation in these courses is voluntary.

In Denmark, summer courses are organized for teachers from areas where there are few migrants.

In all cases, the travel and subsistence expenses of teachers taking part in training courses concerned with migrants are reimbursed.

An unusual scheme has been tried out in the United Kingdom, which deserves to be publicized and imitated. A course is given to all the staff of a school after school hours. In this way special local needs can be met and lecturers can deal with subjects of direct interest to the school - for example, problems with a certain ethnic group or problems arising from a multiracial setting. Discussing these matters with experts makes all staff members alive to the problems involved and produces an immediate effect : teachers change their attitudes, and all those concerned with initial reception, supplementary language teaching, normal courses and sporting or creative activities cooperate in a more positive manner.

Local and regional conferences on teaching and regional seminars are excellent means for reviewing and analysing the problems raised by the education of migrant children. The Dutch system of pedagogics centres provides a link between teachers and scientific research and in the United Kingdom teachers often take an active part in university research projects. These three examples show how scientific backing encourages methodical observation and objective assessment of the teaching which migrant children receive.

In Denmark local committees, including teachers, school heads and representatives from the social services, make it easier to assess the general situation and get in touch with the families.

Most continuous training courses deal with general subjects :

- introduction to the social, cultural, psychological and linguistic problems of foreign children,
- cultural, social and historical background of the countries of origin,
- methodology of teaching for integration,
- the school-teacher's attitude towards the foreign child and his family,
- problems connected with a multinational and multiracial school environment,
- general methodology of teaching the host country's language.

Some courses or training schemes have more specific aims :

- methods for teaching the host language intensively,
- language difficulties related to the child's mother tongue,
- teaching methods for reception classes, according to the origin and age of pupils,
- teaching the language and culture of a country of origin,
- designing a syllabus for bi-cultural education,
- methods for bi-cultural or bilingual education.

In all member countries, the organizers of both general and specialized courses came up against the problem of certificates. The general view is that introductory courses on the special problems of migrants and the methods to be used in normal classes should not give rise to a special certificate since to create a category of specialists in teaching migrant children might well produce a school within the school : teachers without such certificates could easily claim they were not qualified to teach migrant children and the efforts to integrate these children into normal school activities would immediately suffer.

However, the initial reception of migrant children, and intensive language teaching in particular, is a job for specialists, and all countries with an immigrant population should introduce a special certificate for the teachers of reception classes.

Introductory courses are suitable for teachers at all levels - pre-primary, secondary and vocational. It is even an advantage for teachers of all levels to study together : discussions with their instructors can be more thorough and cover the whole education process from the age of three to the end of compulsory schooling or upper secondary education, including access to higher education.

A by-product of these continuous training courses is that their subject matter and form are gradually revealing the broad outlines of a basic training programme for all teachers who might come into contact with migrant children.

For the present, attention is being concentrated on the primary level but very soon large numbers of 'migrant workers' children will have access to all forms of secondary education. Teachers of history, geography, economics, ethics and religion must be prepared in good time to teach their

subjects to multinational and sometimes multiracial classes. Too often the textbooks in current use have a nationalistic outlook - it will be the teacher's task to explain about the home countries of his pupils and put forward a more universal and more humanistic view of man's future.

The teachers of colleges and technical schools, like their colleagues in primary education, will have to follow general introductory courses on the problems of migrants and they will need to be provided with documentation. Select bibliographies, such as those published by the United Kingdom Community Relations Commission, are extremely useful but it would also be desirable to cooperate with the countries of origin in building up a range of teaching materials covering the main aspects of their history, geography and economy.

2. FOREIGN TEACHERS

Basic training

In the countries of emigration, the study of foreign languages is at present the only contributory factor in the preparation of teachers who wish to work with the children of their expatriate fellow-countrymen. English is by far the most common of the languages taught, followed by French (well represented in the Maghreb countries); German is much less common and Dutch is hardly ever taught in these countries.

In Italy, reforms are being introduced with a view to including training for work abroad in teacher training programmes. A recent law (1975) proposes an organized scheme for training school-teachers who wish to work with migrant children. There will be a competitive examination requiring knowledge of a foreign language and of comparative teaching methods in Italy and the host country. Four months before being admitted to a second, oral examination, the young teachers are sent for in-service training in the future host country. Once they have passed their final examination they are put on a reserve list of qualified teachers for service abroad.

Further training

After recruitment, foreign teachers usually undergo a period of in-service training which varies in length and covers :

- social and economic information on the host country,
- the host country's education system,
- an introduction to the teaching methods employed in the host country.

In Germany and the Netherlands their command of the host language is always tested and teachers are expected to take a language course if necessary. The same approach is frequent in Denmark too.

There is an interesting system functioning in North Rhine-Westphalia : an initial session enables the student to meet his instructor, receive

a cassette recorder and printed material, and learn how they are to be used. After this the students get together each week in small groups, go over what they have learned and prepare the following lessons. When they have all mastered the equipment and method, the meetings are reduced to one a fortnight. The student records his work on the spare track and sends it to his instructor, who returns it with his corrections and comments. The course is in two parts - basic and advanced - and leads to the "Deutsch für Ausländer" examination. Postage and travelling expenses are reimbursed. The results have been very good and even teachers who do not obtain the certificate acquire enough German to converse with their colleagues and with German children.

In the Federal Republic of Germany and the Netherlands, foreign teachers are obliged to participate in refresher courses. The new foreign teacher receives theoretical instruction after working hours and practical training under a tutor. When his command of the host language is good enough he must attend seminars or conferences on education in the school or district.

In North Rhine-Westphalia, foreign teachers with adequate German are specially trained to help integrate foreign pupils with German pupils. Foreign teachers in secondary schools are also trained to teach their subject to German children. They take part in seminars on their subject and learn about the programmes and methods used in Germany.

The consulates usually help check the qualifications of foreign teachers. At the primary level a teaching diploma is required everywhere but at the secondary level graduates without teaching qualifications, such as doctors, engineers, interpreters and translators, are sometimes admitted and are given courses on the art of teaching as part of their further training.

Foreign teachers who are recruited after several years in a quite different occupation need extensive retraining to become teachers, but they have the advantage of being well adjusted to the host country and its language.

Sometimes, with the aid of consulates, retraining for foreign teachers also covers social and cultural activities. Even though such teachers are ideally fitted for organizing out-of-school cultural activities, consulates or cultural associations make little use of their services.

In Denmark, it is considered very important socially for foreign teachers to visit families and keep them in close touch with the school, and they are trained for this work.

One final comment must be made on the courses organized by the foreign consulates outside school hours and independently of the school system. The educational authorities in countries with an immigrant population do not supervise such courses and make no arrangements for training their teaching staff. It is to be regretted that those in charge of compulsory education have no contact with the organizers of voluntary courses on the mother language and culture.

In the Länder of the Federal Republic of Germany where education is bi-cultural, agreements between the German education authorities and the

consular authorities enable the foreign teachers working in German schools to take part in the training schemes already described.

France is now trying out an in-service training system which mingles French and non-French teachers : some lectures are in common while others explain French life to the foreigners and foreign life to the French. The two groups then join forces again for working and discussion sessions in the presence of the inspector whose job is to co-ordinate the teaching of Portuguese, Spanish or Arabic, as the case may be.

3. THE TRAINING OF INSTRUCTORS

Hardly any work has been done on training inspectors, educational counsellors and lecturers at teacher training colleges.

In France week-long courses for inspectors have been organized in a few regional educational centres. The aim is not to produce specialist inspectors, for this would rapidly create a class apart, but to make inspectors with many migrant children in their district aware of these children's problems.

The organizers of retraining or specialist training generally use teachers with successful experience in teaching migrant children. In the Netherlands, Luxembourg, Denmark, France and the United Kingdom national or regional co-ordinators regularly meet with inspectors, if possible every month. These meetings, which in some cases cover the whole educational process from nursery school to university entrance, provide first-hand information for the co-ordinators and a highly profitable exchange of experience for the inspectors.

CHAPTER VII : RECENT ACTIVITIES OF THE EUROPEAN COMMUNITIES FOR THE
EDUCATION OF MIGRANT WORKERS' CHILDREN

The work of the European Communities as regards education for migrant workers' children is being pursued on two fronts : the implementation of action programmes and the application and drafting of Community regulations.

Two action programmes concern the education of migrant workers' children : the December 1974 social programme for migrant workers and their families, and the action programme for education agreed in a Resolution of the Council and of the Ministers of Education meeting within the Council on 9 February 1976.

One Community instrument relates directly to the educational rights of migrant workers' children : this is Regulation 1612/68, concerning the free movement of workers and their families. A Directive on the subject of education for migrant children was adopted in July 1977.

1. THE SOCIAL ACTION PROGRAMME

In its Resolution of 21 January 1974 concerning a social action programme for the period 1974-1976, the Council of Ministers of the European Communities included among their priorities an action programme for migrant workers and their families, part of which deals with problems of teaching and training the children of migrant workers (O.J. C13/1, 12 February 1974).

This Council Resolution concerns all migrant workers, whether from other Member States or from outside the Community. To put it into effect the Commission presented, in December 1974, an action programme on behalf of migrants and their families (14). The Council took note of this programme in its Resolution of 9 February 1976 (O.J. C34/2 of 14 February 1976). The programme incorporates a series of concrete actions concerning the education of migrant workers' children:

- more reception or adaptation classes;
- improvement of the teaching methods and materials employed for migrant children;
- arrangements for migrant children to continue to receive instruction in their native language and culture, so far as possible in normal school hours;
- measures to facilitate the reintegration of the children in the education system of their country of origin;
- the training of teachers specialized in the education of migrant children;
- the recruitment of foreign teachers able to teach the native language and culture of migrant children;

- development of the activities of social workers in order to see that migrant children do in fact attend school regularly and to improve the organization of out-of-school activities;
- the encouragement of bilateral and multilateral agreements between host countries and countries of origin in order to facilitate cooperation in educational matters and particularly in the recruitment and training of specialist teachers.

A decision of the Council (27 June 1974) authorized the Commission to use the European Social Fund to finance additional expenditure incurred by Member States in providing tuition suited to the needs of the children of migrant workers. The Social Fund can also support courses for training welfare workers and teachers entrusted with the education of migrant workers' children. In such cases the Social Fund is authorized to cover half the cost of operations undertaken by public or private bodies.

In 1974, 1975 and 1976, the Social Fund agreed to contribute to training courses for teachers and welfare workers, to courses for migrant workers' children in addition to normal schooling and to operations concerned with the reception and adjustment to social and working life of migrants under 25 years old. About 6 7 MUC were allocated for this in 1974, 16 5 MUC in 1975 and 7 6 MUC in 1976 (MUC = 1 million units of account = BF 50 million).

2. THE ACTION PROGRAMME IN THE FIELD OF EDUCATION

In October 1974, the Council and the Ministers of Education meeting within the Council fixed the priority areas for cooperation between Member States and charged an Education Committee, composed of representatives from the Member States and the Commission, with drawing up a programme of action. The Council Resolution of 9 February 1976 laid down the actions chosen by the Ministers at their meeting on 18 December 1975 (O.J. C38/1 of 19 February 1976).

The Member States committed themselves to taking the following measures :

- to organize and develop reception teaching, including intensive instruction in the language or languages of the host country;
- to make suitable arrangements for helping these children to learn their mother language and culture, where possible in school hours and in cooperation with the country of origin;
- to provide more information for families about available educational and training opportunities.

Among the actions which the Commission was asked to undertake were pilot schemes, studies and exchanges of information. Six pilot schemes are planned for the 1976/77 financial year.

Pilot schemes

In the Limburg area of Belgium a pilot scheme designed to develop a reception system for foreign children entering the first year of primary

education is under way. The experimental classes receive children from Italy, Greece and Turkey. At home these children speak their mother tongue but all have attended the local nursery school. For one school year an effort will be made to reinforce their command of Dutch so that they will be able to follow the second year of primary education under the best conditions. The mother tongue is taught orally for about 4 hours per week and care is being taken to teach more Dutch in nursery schools.

In Paris and at Bedford, primary schools are including instruction in their foreign or immigrant pupils' mother tongue as part of the normal time-table. Italian, Serbo-Croat, Spanish and Portuguese are being taught in Paris, and Italian and Pundjabi at Bedford. These pilot schemes show how school time-tables and syllabuses can be adapted to the requirements of bilingual education in schools with sufficiently large groups of children with a different mother tongue from that employed at school.

At Leyden there is a pilot scheme for the reception of Turks and Moroccans aged between 6 and 12 years who have just arrived in the Netherlands. To continue with instruction on and in their mother tongue while providing an intensive course in Dutch requires a particularly large staff. This experiment sets out to test the general strategy in regard to reception classes for new arrivals of school age with or without previous school experience.

There are some other pilot schemes in France and in the Federal Republic of Germany concerned with the training of teachers. Teachers training colleges at Lyons, Douai and Grenoble are organizing courses for teachers intending to take charge of reception classes. These teachers are introduced to the psychological and language difficulties of foreign children and trained how to teach them French. The North Rhine-Westphalia Ministry of Education is cooperating with the Italian authorities to organize a training course for Italian teachers. Two series of experiments are planned: the first is to provide further training for Italian teachers who are already teaching the Italian language and culture to Italian pupils in German primary schools; the second series will be for student-teachers preparing for service in the Federal Republic of Germany.

For conclusive results, these pilot schemes, which are being run by regional and national education authorities, must operate for several years. The Education Committee is keeping in close touch with their development and research institutions are cooperating in planning and assessment.

Exchange of information and studies

With a view to directing its own actions and encouraging the exchange of information, the Commission organizes meetings of experts. In 1974 experts discussed reception systems and methods and, in 1975, ways of teaching the mother tongue and of carrying out basic and further training for teachers. One meeting in 1976 was devoted to pre-school education and educational and vocational guidance and another to an exchange of views between representatives of European schools, international schools and national schools located abroad. In 1977, the experts will discuss problems concerning pre-vocational and vocational training for young migrants.

By consulting representatives of broadcasting stations in the Member States it has been possible to review the efforts of the mass media to help migrants learn the host country's language and to inform them about the opportunities for training and social advancement offered by the education systems of the host countries.

A number of studies have been entrusted to experts and research institutions. In 1975/76 the AIMAV, an International Association concerned with applied linguistics and based at the University of Ghent, carried out a study of the language problems of migrant workers' children. This study took stock of current research on how foreign children learn the host country's language, on the role of their mother tongue, and on the linguistic and socio-linguistic aspects of bilingualism with regard to migrant workers' children (see Chapter 2).

In May 1976 and under the auspices of the Commission, the AIMAV organized a symposium during which linguists, sociologists and educationists from many countries including, in particular, the United States and Canada, exchanged their views on these problems (15).

Other studies are under way. One deals with the bilingual curricula and time-tables employed in bilingual countries or regions, in international schools and in schools which offer a bilingual education to the children of migrant workers. The problems of educational and vocational guidance for migrant children and adolescents are under consideration in a study being carried out at Brussels, Liège, Bradford, Roubaix and in the Cologne-Münchengladbach region. Another study will analyse the experimental programmes and methods introduced by the BBC to promote the linguistic and cultural development of immigrants.

The Resolution of the Council and of the Ministers of Education meeting within the Council on 13 December 1976 concerning the measures to be taken in order to improve the preparation of young people for their future careers and to smooth the transition from education to working life (OJ C308/1 of 30 December 1976), is extremely important for young migrants. Several Member States have already expressed their intention to set up pilot schemes for young migrants about to begin vocational training.

3. FREEDOM OF MOVEMENT

Regulation 1612/68 (OJ L 257/2 of 19 October 1968) provides for the free movement of workers and their families within the Community.

This Regulation, which concerns only nationals of Member States, is directly applicable, that is, the legislation and regulations of Member States cannot be opposed to it. Article 7 of this Regulation stipulates that "workers who are nationals of a Member State should have access, with the same rights and under the same conditions as nationals, to general education, vocational schools and retraining centres". Article 12 stipulates that "children of a national of a Member State who is or has been employed in the territory of another Member State shall be admitted

to that State's general educational, apprenticeship and vocational training courses under the same conditions as the nationals of that State, if such children are residing in its territory" and that "Member States shall encourage all efforts to enable such children to attend these courses under the best possible conditions".

After Regulation 1612/68 had come into force, several Member States continued to deny the children of migrant workers the study grants they normally accorded to their own nationals, or to make the award of such grants depend on from 3 to 5 years residence. The rulings of the Court of Justice, in cases 9/74 and 68/74 have left no doubt as to how Article 12 should be interpreted. This Article refers not only to rules governing admission itself but also to general measures, including financial assistance, intended to facilitate educational attendance. Study grants, and all direct or indirect assistance for easier access to general, technical or vocational secondary education, thus became applicable to the children of workers from other Member States under the same conditions as to nationals. After discussion with representatives of the Member States, it is now accepted that Article 12 also covers grants accorded to students in university or non-university post-secondary education.

4. COMMUNITY DIRECTIVE

On 25 July 1977, the Council adopted a Directive on the education of the children of migrant workers. (O.J. L 199/32 of 6.8.1977).

The aim of this Directive is to create educational structures suited to the specific needs of the children of migrant workers.

The Directive stipulates, first of all, that the host country must offer reception teaching. These educational measures for reception include in particular tuition in the language or in one of the official languages of the host country adapted to the specific needs of foreign children. The host State is also under the obligation to provide for the basic and further training of teachers who will take charge of the education of immigrant workers' children.

Lastly, this Directive calls on the host States to take appropriate measures, in cooperation with the States of origin, to promote the teaching of the migrants' language and culture of origin. Such teaching should be co-ordinated with normal work at school, that is, be harmonized with the school curricula.

The Directive's field of application as a coercive legal instrument is limited to the dependants of nationals of Member States who are or have been employed in another Member State. However, a declaration of the Council confirms the political resolve of the Council and of the Member States to achieve the objectives stated in the Directive for all categories of migrants.

Today, no one disputes that the reception of migrants by schools in the host country requires special educational provisions. The big innovation

of recent years is that the mother tongue is now considered an important part of the individual personality, indispensable to the child's balance and conducive to successful integration with his or her new environment.

This Directive is not only an important step towards the creation of school structures adapted to the real needs of migrants, it is also an important landmark on the way to complete freedom of movement within the Community.

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